

DOCR Inmate Programming Cost/Benefit Analysis

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September 17, 2010

CountyStat Principles

- **Require Data Driven Performance**
- **Promote Strategic Governance**
- **Increase Government Transparency**
- **Foster a Culture of Accountability**



Agenda

- **Welcome and introductions**
- **The role of inmate programs in a correctional setting**
- **Introduction to inmate programs**
- **Cost/benefit of programs**
- **Recommendations**
- **DOCR Reorganization**
- **Review of headline measures**
- **Wrap-up**



Meeting Purpose

- **Establish performance expectations for FY11**
- **Evaluate the costs versus the benefits of providing programming for inmates at DOCR facilities and provide recommendations about the optimal level of programming**



Role of Inmate Programming

- **Contributes to the safety and security of the facility**
- **Reduces violence and the associated costs of institutional violence**
- **Provides rehabilitation opportunities in a controlled environment**
- **Reduces length of stay at the facility thus reducing prisoner days in custody**
- **Provides positive interactions in a traditionally less than positive environment**
- **Prepares inmates for community re-entry**

75% of inmates in segregated housing due to disciplinary problems were not participating in any programs prior to being moved



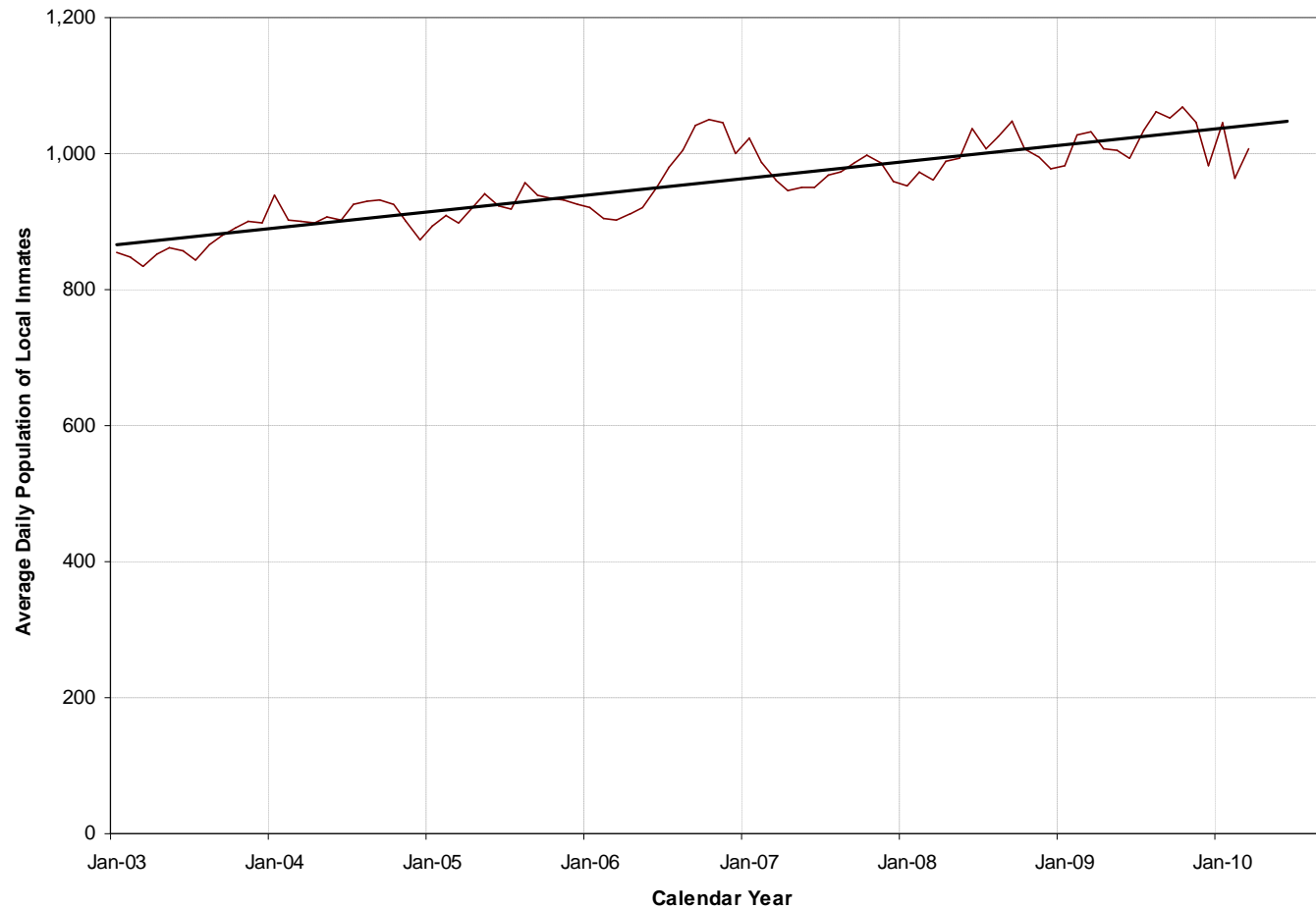
Role of Inmate Programming Studies and Experiences of Other Jurisdictions

- **French & Gendreau (2006) “Reducing Prison Misconducts”**
 - Meta-analysis of 68 studies
 - Behavior programs reduced prison misconduct 26%
 - Non-behavioral programs reduced prison misconduct 10%
- **Indiana Department of Correction**
 - Adult correctional education programs saved 1.3 million bed days and \$68 million in averted costs
 - GED completers had a 20% lower recidivism rate than average
 - College degree completers had a 44% lower recidivism rate
- **Mississippi Department of Corrections – Parchman Farm**
 - Introduced programming and educational classes as part of a consent decree with the ACLU over conditions in the prison
 - Trouble-makers were easier to identify
 - Incidents of prisoner-on-prisoner violence dropped 70%



French, S.A., & P. Gendreau (2006). *Reducing Prison Misconducts: What Works!* Criminal Justice and Behavior, 33, (2), 185-218.

Inmate Population Trend – Local Inmates



Inmate population shows an increasing long-term trend.



Note: Federal inmates being housed in Montgomery County facilities have been excluded.

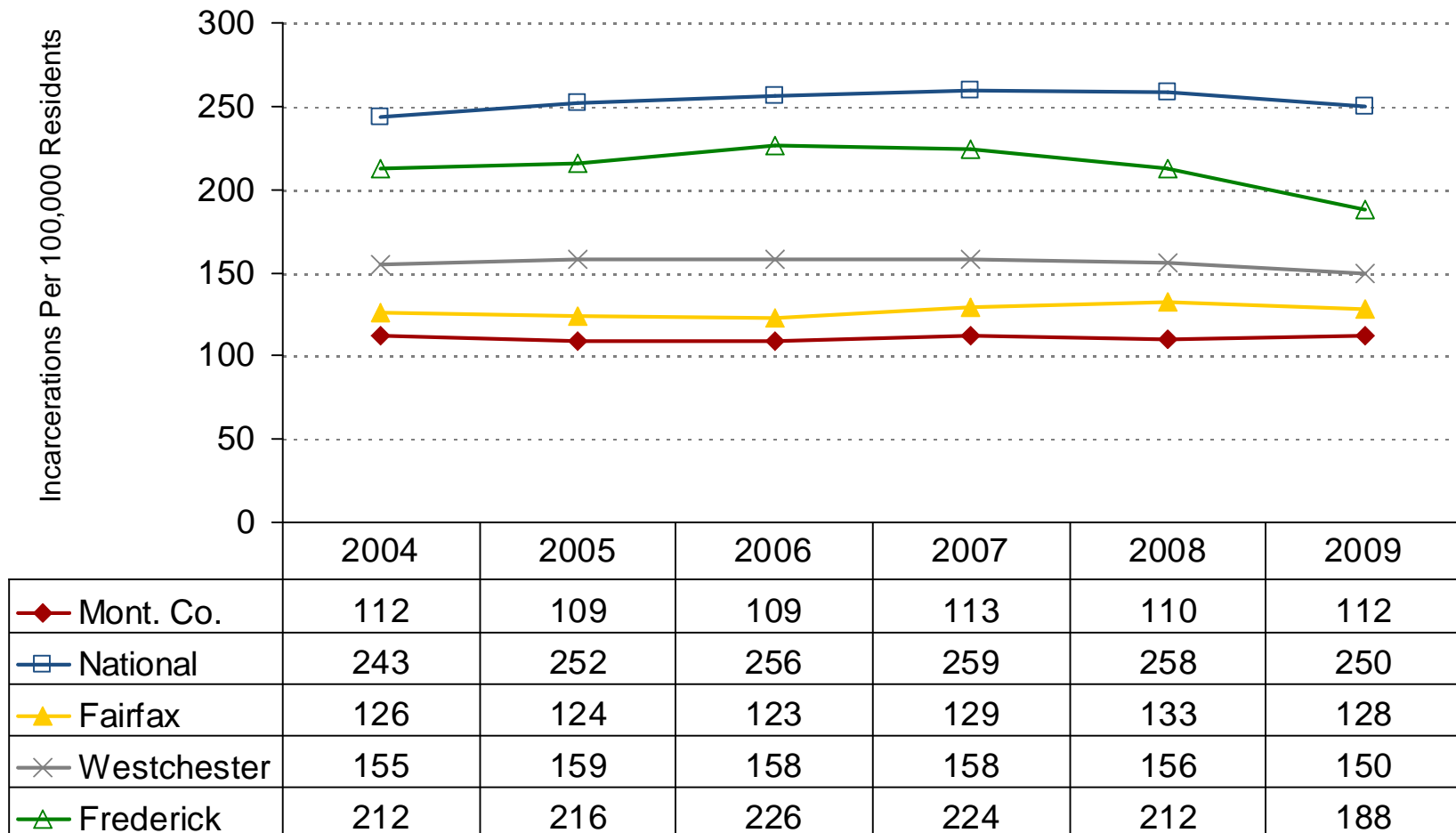
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Inmate Population Trend - Incarceration Rate at Local Facilities Per 100,000 Population



Incarceration rate per 100,000 population = average daily population / total jurisdiction population (Census estimate) * 100,000

Source for national rate: Bureau of Justice Statistics, Jail Inmates at Midyear 2009

<http://bjs.ojp.usdoj.gov/index.cfm?ty=pbdetail&iid=2195>



Introduction to Inmate Programs

- **DOCR programs at MCCF mandated by law**
 - Education, pre-trial, pre-release, and religious programming
 - Pre-trial and pre-release needed to secure state capital funding
 - 6 major programs
 - Cost to the General Fund: \$11,578,000
 - Prisoner days saved: 1,275
- **Other DOCR programs offered at MCCF**
 - Mix of education, work, therapeutic, and special project programs
 - 17 major programs still operational
 - Cost to the General Fund: \$922,096
 - Prisoner days saved: 25,004
 - 5 programs abolished in FY11
 - Cost to the General Fund: \$152,480
 - Prisoner days: 3,960



Introduction to Inmate Programs

Programs Required By Law

Program Name	Description	Provided By	Program Cost	Credited Days*
MCPS — General Education	Provided to individuals who request High School services who have not yet reached their 22nd birthday-Derived from “No Child Left Behind”.	MCPS Employees	\$0	605
MCPS — Special Education	Same as above—Services provided to individuals previously identified as having special needs mandated through IDEA.	MCPS Employees	\$178,000	670
Pre-Trial Services Unit	Pre-trial diversion of offenders from traditional incarceration. Required to receive state CIP funding.	DOCR Employees	\$4.7 million	-**
Pre-Release and Reentry Services	Required for state CIP funding.	DOCR Employees	\$6.7 million	-**
Religious Programming	Access to religious faiths of one’s choosing. Derived from “Religious Freedoms Restoration Act”.	Good News Mission/ Chaplain Volunteers	Inmate Council \$15,000	0
Intake Education and Orientation	Required within the first 14 days of incarceration.	DOCR Staff	\$0	0



* Total days credited to inmates in FY10

** Diversion from secure incarceration

Introduction to Inmate Programs

Programs Required by Standard Institutional Practice

Program Name	Description	Provided By	Program Cost	Credited Days*
Men's Jail Addiction Services (JAS)	Substance abuse treatment focused on drug and alcohol education, recovery, and decreasing criminal offenses committed by alcohol and drug abusers. An aftercare component is utilized to link offenders with services and support in the community.	HHS Employees	Grant \$216,998 County \$711,987	3,600
Women's JAS	Same as above.	HHS Employees		600
Moral Reconciliation Therapy (MRT) Youthful Offender Unit	Highly structured therapeutic unit utilizing cognitive-behavioral therapy (MRT) focusing on making decisions on a higher moral level and developing personal responsibility.	DOCR Employees	Inmate Council \$15,000	900
Men's MRT	Program pod utilizing cognitive-behavioral therapy (MRT) with adjunct programming.	DOCR Employees	\$0	0
Women's MRT	Same as above.	DOCR	\$0	900
One-Stop Re-Entry	Provides pre and post release job search and employment skills development and secures employment placements for offenders.	Montgomery Works	\$73,000	0



* Total days credited to inmates in FY10

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Introduction to Inmate Programs

Programs Required by Standard Institutional Practice

Program Name	Description	Provided By	Program Cost	Credited Days*
ESOL	English instruction for people who do not speak English as their first language.	Education Contract	\$19,720	1,549
GED	Instruction for individuals working at or above a 9.0 grade equivalency skill level.	Education Contract	\$24,652	1,045
Pre-GED	Instruction for individuals working at a 5.0-8.9 grade equivalency skill level.	Education Contract	\$24,652	975
ABE	GED instruction for individuals working at a 3.0-4.0 grade equivalency skill level.	Education Contract	\$24,652	855
Library	Branch of the Montgomery County Library system operating within the confines of the facility.	LIB Staff	Inmate Council \$10,000	0
Inmate Work Program	Institutional work assignments designed to promote positive work ethics and skills which can be beneficial to inmates' reintegration into the community.	DOCR Staff	\$0	14,580



* Total days credited to inmates in FY10

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Introduction to Inmate Programs

Programs Required by Standard Institutional Practice

Program Name	Description	Provided By	Program Cost	Credited Days*
Vocational Math	Overview of vocational-oriented math skills ranging from basic skills through algebra.	Education Contract	\$6,573	0
Life skills- MRT- Youth	Overview of job-related skills with a focus on personal responsibility.	Education Contract	\$9,860	0
Health Promotion Class	Consists of a sexual health curriculum on the prevention and treatment of HIV and other sexually transmitted diseases. HIV testing is offered to participants.	Identity, Inc.	Grant \$51,000	0
Volunteer Programming (Volunteer Coordinator)	A variety of self-help, faith-based, and personal improvement programs supervised by the Volunteer Coordinator. (See Attachment)	DOCR Coordinator Volunteers	Inmate Council \$50,000 County \$27,000	0
Fatherhood Program	Help incarcerated fathers develop and maintain healthy relationships with their children and spouses or partners in order to reduce recidivism and to break the intergenerational cycle of violence and crime.	Identity, Inc.	Funded with Health Class grant	0



* Total days credited to inmates in FY10

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Introduction to Inmate Programs

Programs Abolished in FY11

Program Name	Description	Provided By	Program Cost	Credited Days*
Job Shop/Workforce	Work assignments completed for public and non-profit agencies including a variety of production and light assembly projects.	DOCR Employees	\$80,720	480
Digital Imaging	Partnership with Department of Permitting Services in which documents and blue prints were scanned, indexed, and imported into their system by inmate labor.	DOCR Employees	\$64,060	600
Bakery	Program in which inmates attend a 12 week training program to obtain a certified food service license.	DOCR Employee	Grant \$69,080	1,080
Remedial Reading	Life skills oriented literacy instruction for people reading below a 3rd grade level.	Education Contract	\$7,700	600
Dialectical Behavioral Therapy (DBT) 2009	Cognitive-behavioral therapy geared toward the treatment of those with borderline personality disorders.	CIU Therapists	\$0	1,200



* Total days credited to inmates in FY10

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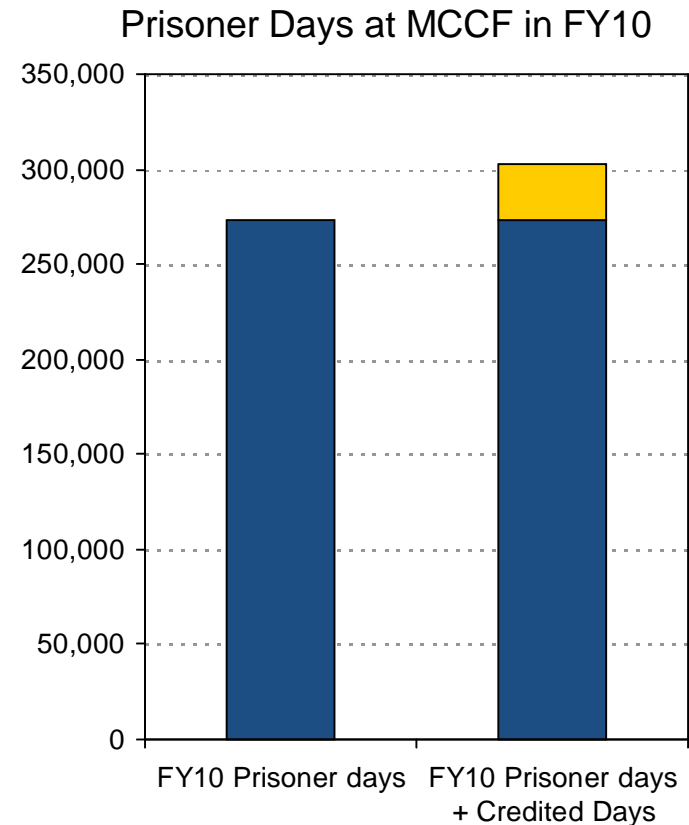
Cost/Benefit of Inmate Programs

- **Costs**

- Cost of the program itself

- **Benefits**

- Avoided costs associated with housing additional inmates
 - Marginal costs (clothing, food, medical care, etc.)
 - Additional staffing costs from opening up the last pod
- Population reduction
 - Total FY10 prisoner days = 273,000
 - Total FY10 credited days = 30,239



Credited days due to programs effectively reduced the number of prisoner days in the facility by 10% from 303,000 to 273,000.



Actual FY11 Savings from Eliminating Programs

Cost Category	Incurred Costs	Savings
Total County cost of programs cut in FY11		\$152,480
Costs incurred due to program cuts		
Prisoner days per year of programs cut	3,960	
Marginal cost per prisoner day (FY10) for clothing, food, medical care, etc.	\$12.54	
Total marginal cost of increased prisoner days	\$49,651	
Number of days last pod open	37	
Cost per day for last pod (2 posts * 24hrs)	\$2,184	
Total cost of last pod days open	\$80,826	
Actual savings = Total County cost of programs – costs incurred due to program cuts		\$22,003

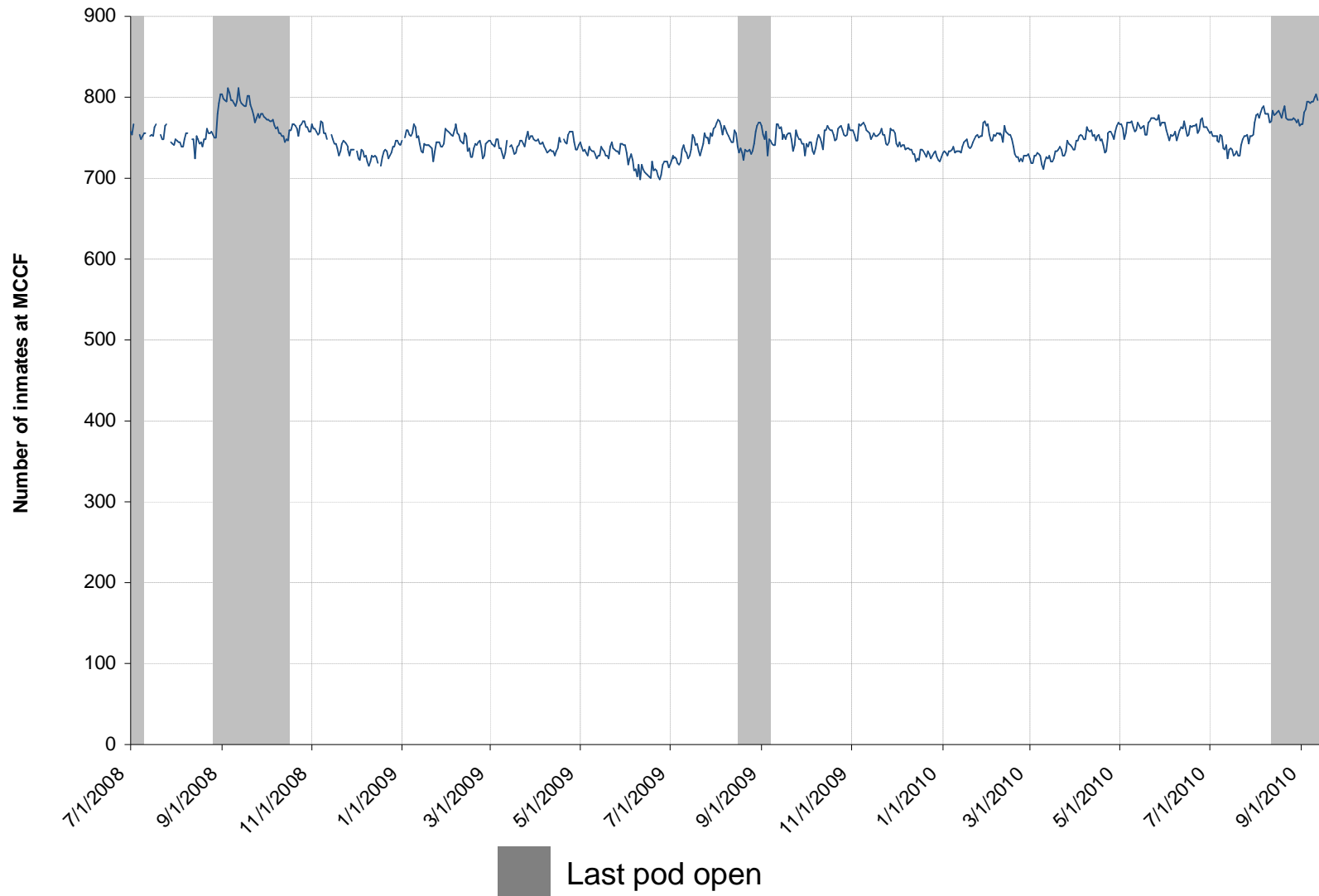
The last pod must remain open another 11 days for actual savings to be zero.



Actual savings = Total cost of programs – marginal costs – last pod costs

Not all days the last pod has been open can necessarily be attributed to program cuts.

Actual MCCF Inmate Population FY09 and FY10



Note: Opening the last pod is driven by the population mix in the jail as well as total population.

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DOCR Programming Recommendations

- **Re-evaluate credited days for remaining work, education, and special project programs**
- **Pursue legislative changes to allow county correctional facilities to award the same total amount of time off for productive behaviors as state correctional facilities**

Facility Type	Maximum days per month credited by category				Total allowed days per month
	Good conduct	Work tasks	Education	Special projects	
State	5-10*	5	5	10	20
County	5	5		5	15



* Sentences imposed before 1992 earn 5 days, later sentences earn 10 days

DOCR Programming Recommendations

Credited Days for Therapeutic and School Programs

Program	Current Credits		Proposed Additions		Proposed Total Credits
	IT	SPT	IT	SPT	
Therapeutic Programs					
Jail Addiction Services	5			5	10
Jail Addiction Services-Women	5			5	10
Moral Reconciliation Therapy-Adult					-
Moral Reconciliation Therapy-Youth			5		5
Moral Reconciliation Therapy-Female			5		5
CIU					-
Pod Representatives	5			5	10
School Programs					
GED	5				5
ESOL	5				5
High School	5				5



Numbers shown are days earned per month

IT = Industrial time

SPT = Special project time

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DOCR Programming Recommendations

Credited Days for Workforce Programs

Program	Current Credits		Proposed Additions		Proposed Total Credits
	IT	SPT	IT	SPT	
Kitchen	5	5			10
Core Worker	5				5
Cluster/HAZ	5	5			10
Laundry/HAZ	5	5			10
Outside Recycling/HAZ	5	5			10
Library	5	5			10
Medical/HAZ	5	5			10
MLC	5			5	10
Outside Warehouse/HAZ	5	5			10
Night Floor	5				5



Numbers shown are days earned per month

IT = Industrial time

SPT = Special project time

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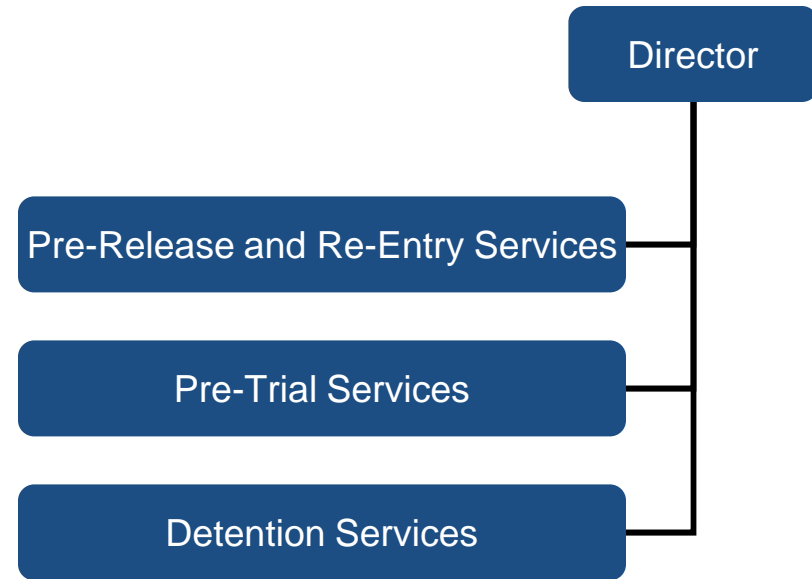
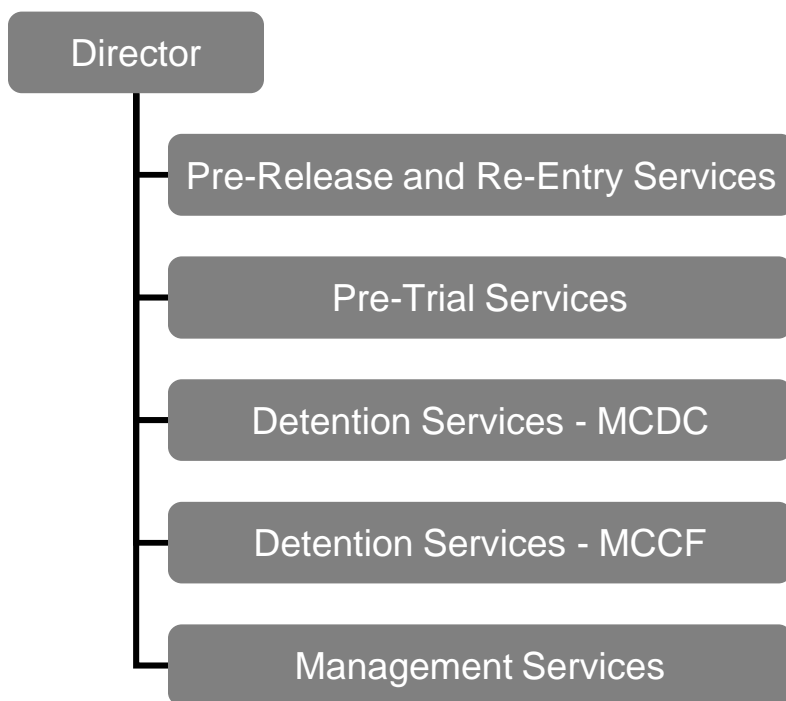


DOCR Reorganization Structural Changes

FY10 Organization



FY11 Organization



DOCR Reorganization

Reasons for the Reorganization

- **FY11 budget reduction of \$4.3 million**
- **33 position abolishments**
 - 10 personnel chose retirement
 - 22 personnel have been reassigned to other positions within DOCR and in other departments
 - 1 person remains to be reassigned
- **DOCR headquarters office space at 51 Monroe St. in Rockville was vacated and the lease not renewed**
 - Functions have been both physically and organizationally moved to other divisions
- **Both the Warden and Deputy Warden at MCDC have retired**
 - This provided an opportunity to combine all detention services into a single organizational unit



DOCR Reorganization Effect on Operations

- **Detention Services Division staff reduced by 22 positions**
 - At the same time, population expanded to highest numbers since 2008
- **Loss of programs appears to be impacting length of stay**
 - Full extent of impact is unknown at this time
 - Other factors such as the courts must be evaluated
- **Loss of the MCDC reuse project**
 - Internal budget and operation decisions had already been made based on the project moving forward
 - Full review and assessment of resources necessary to keep MCDC running into the future will be required
- **Effect of reorganization on headline measures had not been projected yet**



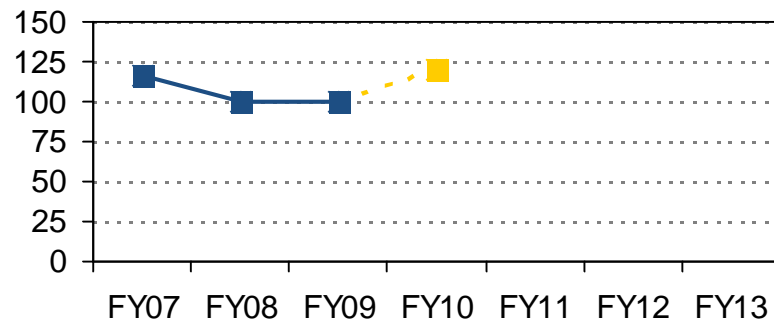
Headline Measure Performance Review

- 1. Number of security incidents**
- 2. Percent of total bed needs met**
- 3. Per diem cost per inmate**
- 4. Percent of accreditation standards met**
- 5. Percent of prisoners participating in self growth and development programs**
- 6. Recidivism and achievement**

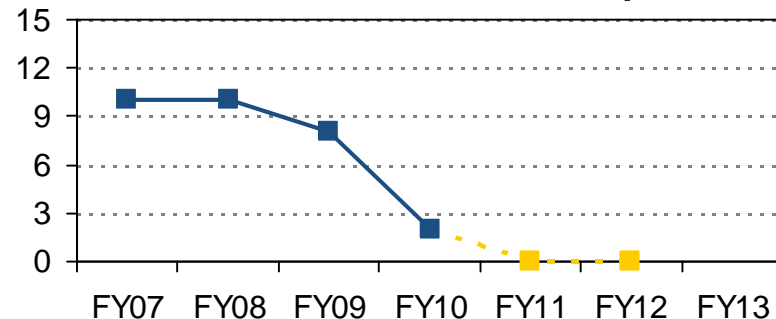


Headline Measure #1: Security Incidents

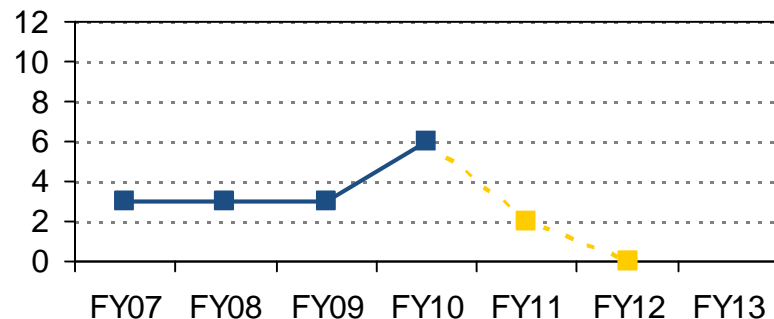
Number of incidents of staff use of force



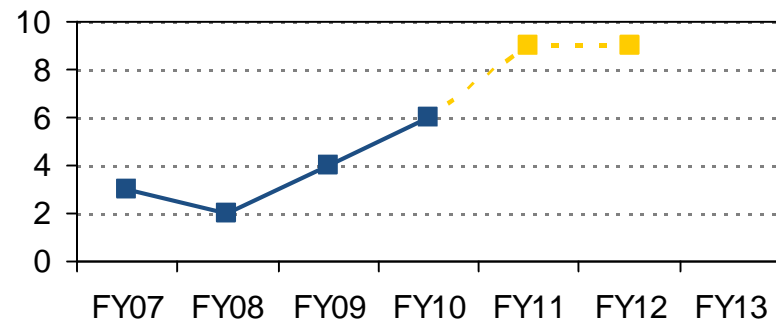
Number of Pre-Release escapes



Zero Tolerance Incidents



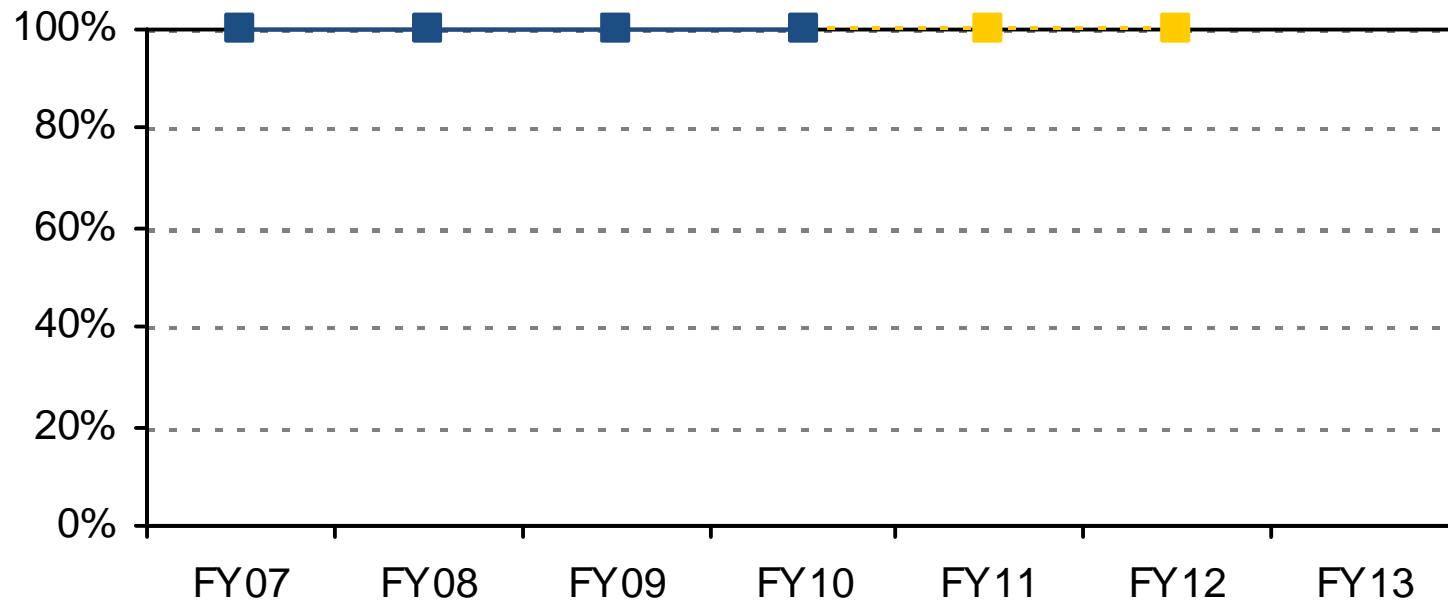
Number of assaults on staff



Security incidents measures the number of zero-tolerance incidents [types of incidents where DOCR considers even one to be too many], staff use of force, assaults on staff, and Pre-Release escapes. It reflects conditions inside the jails.



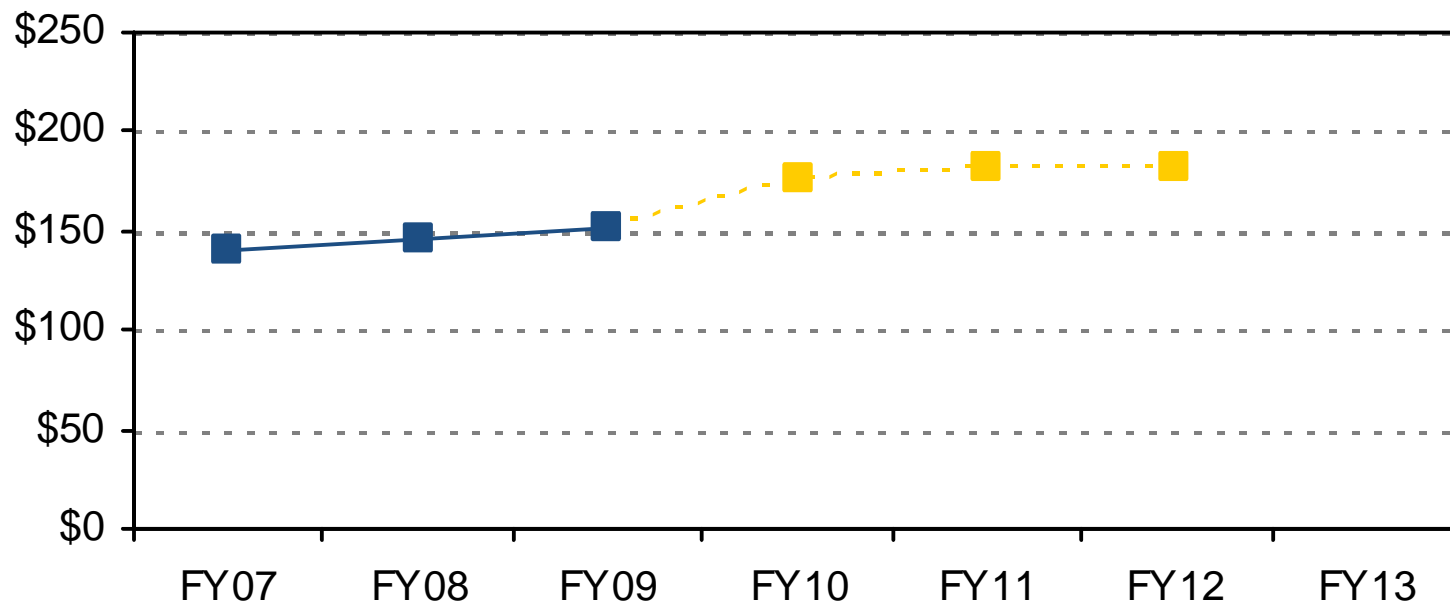
Headline Measure #2: Percent of Bed Needs Met



Percent of bed needs met equals the percent of inmates that are able to receive a bed assignment before overcrowding measures are taken.



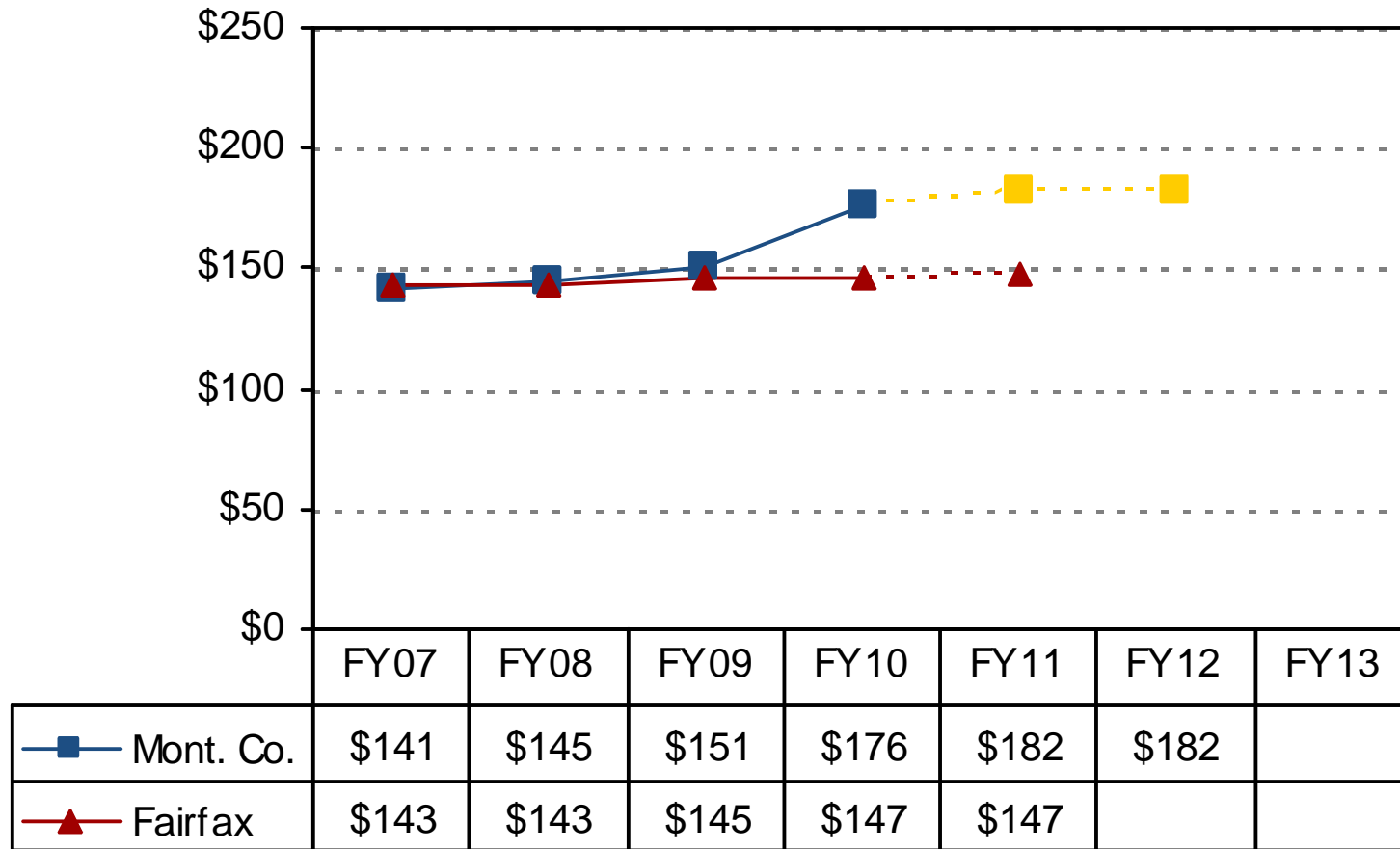
Headline Measure #3: Per Diem Cost Per Inmate



Per diem cost per inmate = Total expenditures / Total prisoner days
This is the cost to house one prisoner for one night.

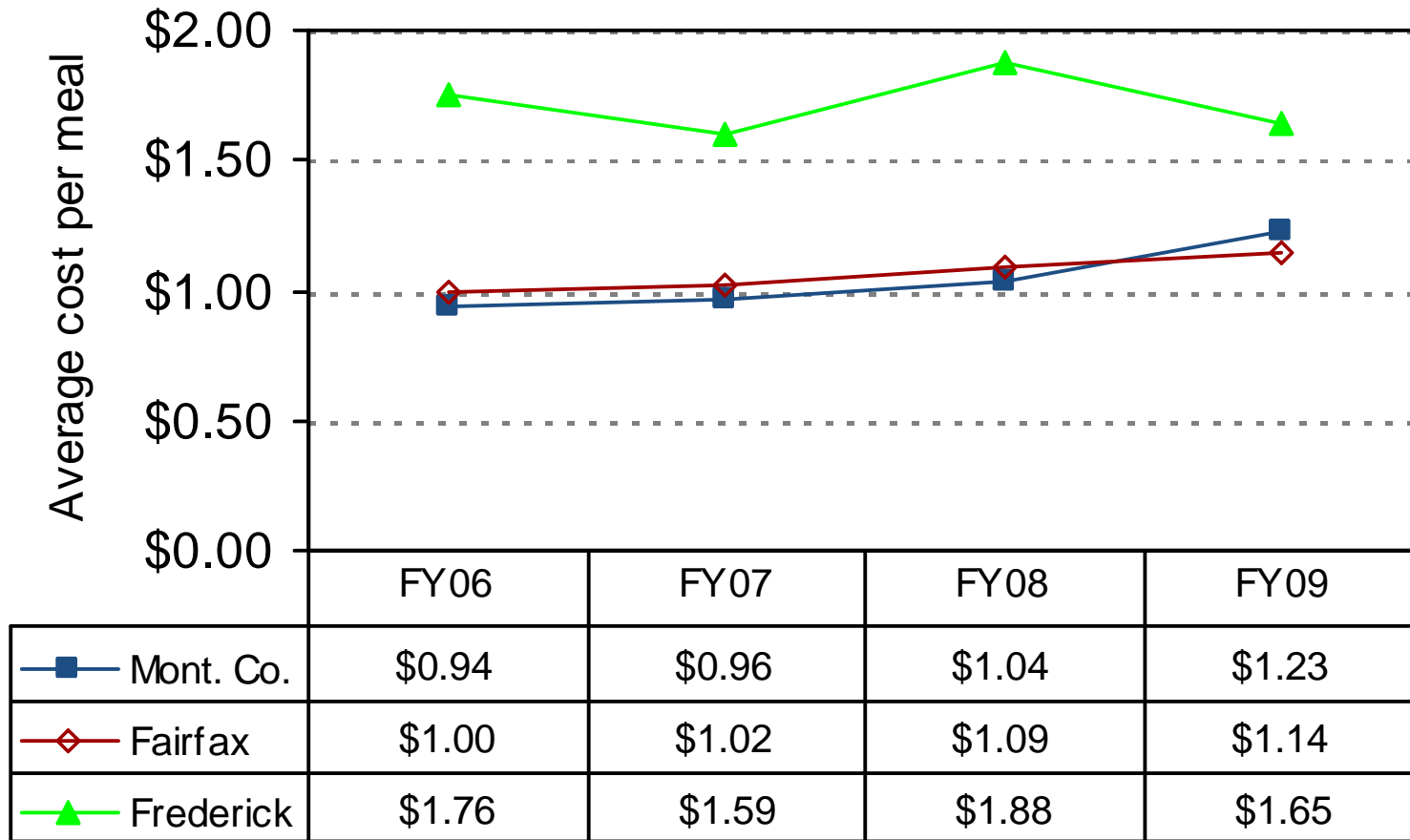


Headline Measure #3: Per Diem Cost Per Inmate Benchmarking

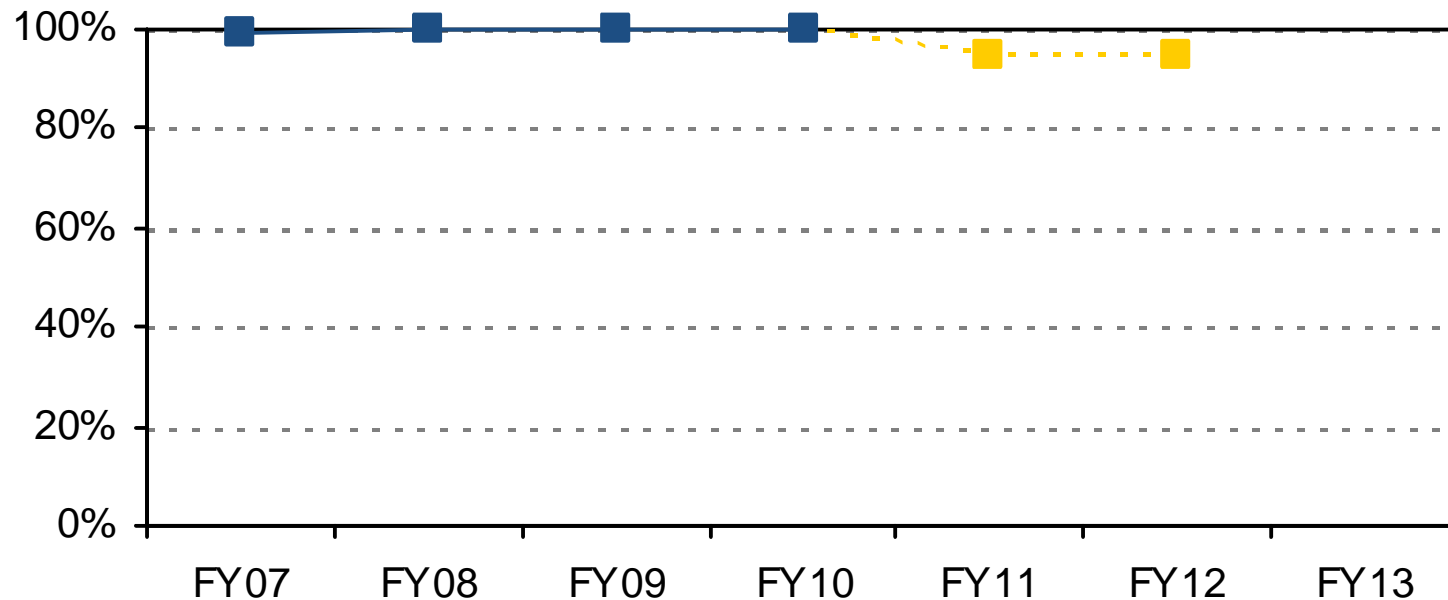


Headline Measure #3: Per Diem Cost Per Inmate

Benchmarking: Average Cost per Meal





Headline Measure #4: Percent of Accreditation Standards Met



Percent of accreditation standards from the Maryland Commission on Correctional Standards and the Correctional Education Association met.



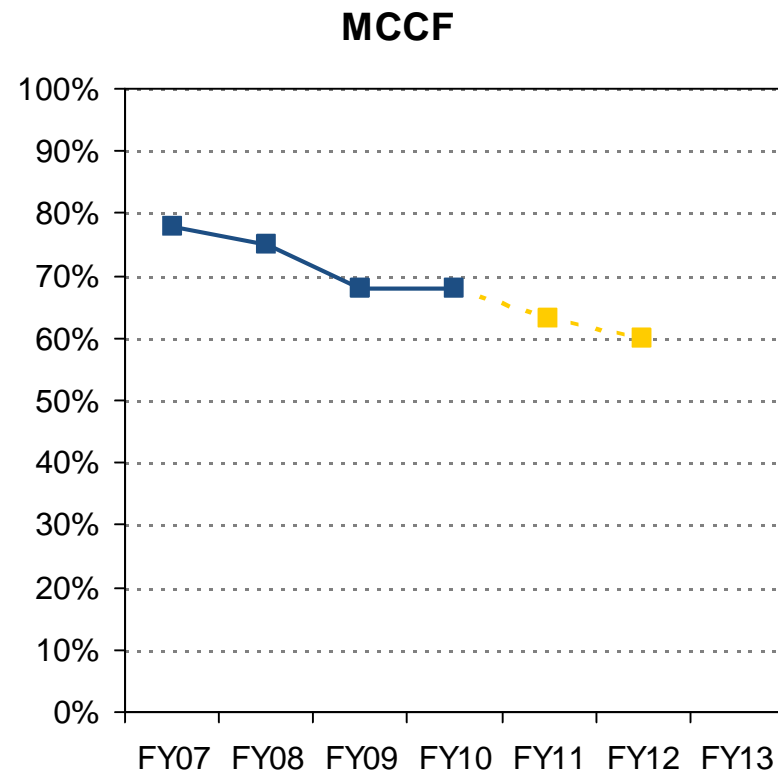
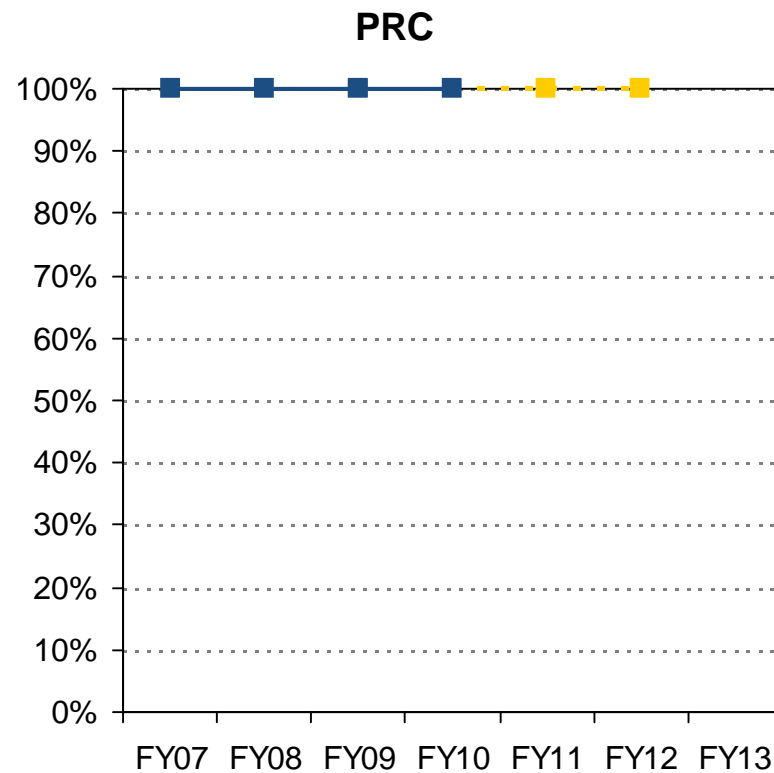
 Actual performance
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 Projected performance
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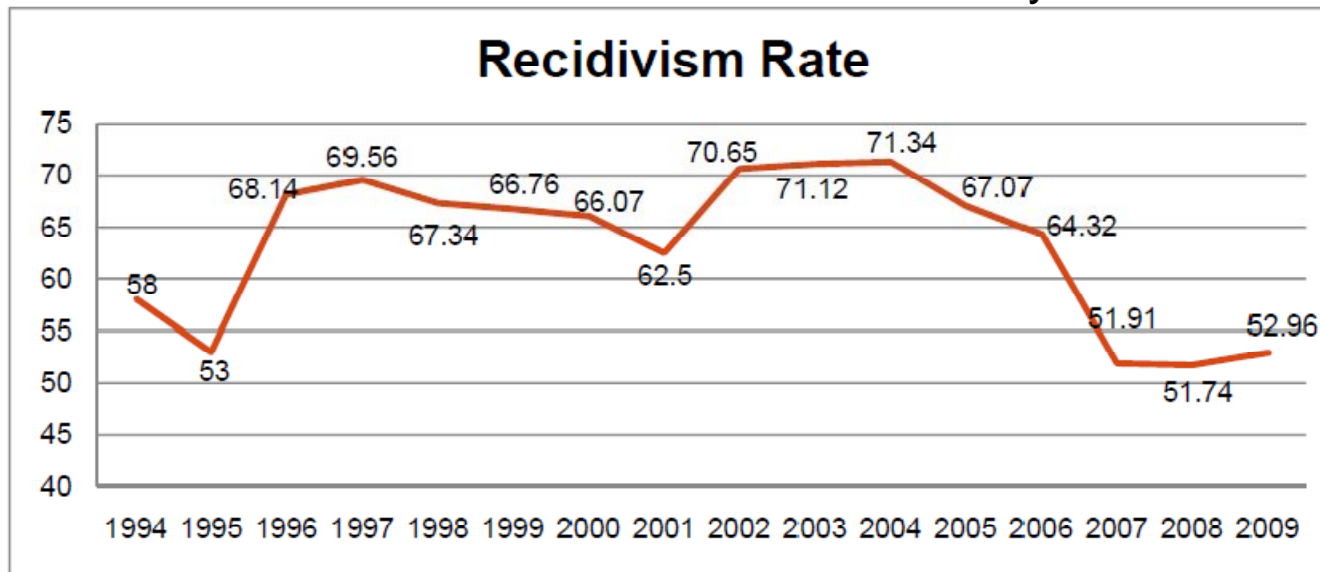
Headline Measure #5: Prisoner Participation in Self Growth & Development



Headline Measure #6: Recidivism Rate

- **Montgomery County recidivism measure is still under construction**
- **Benchmarks for this measure can be constructed if methodology similar to other jurisdictions is used**

Recidivism Rate – Frederick County*



* Source: Frederick County Adult Detention Center 2009 Annual Report

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Wrap-up and Follow-up Items

- **Wrap-up**

